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IOWA CHILD WELFARE LEGISLATION MEASURED BY FEDERAL CHILDREN'S BUREAU STANDARDS

BY

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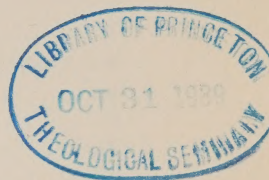
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UNIVERSITY OF IOWA STUDIES IN CHILD WELFARE

PROFESSOR BIRD T. BALDWIN, Ph. D., EDITOR



FROM THE IOWA CHILD WELFARE RESEARCH STATION

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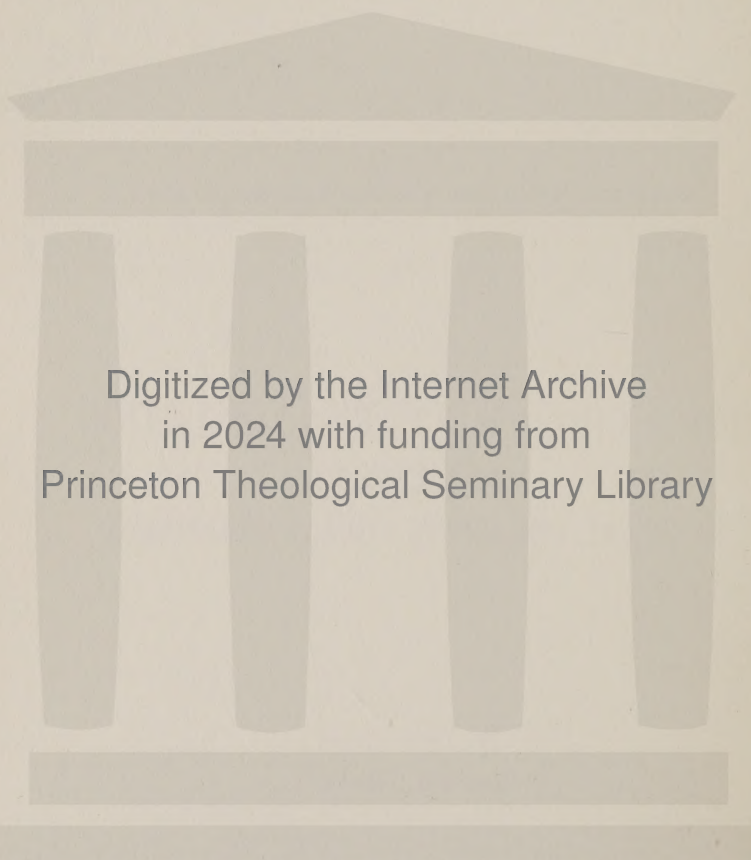
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FOREWORD

Without controversy or propaganda, this study presents in conveniently useful form information which social workers, legislators, school authorities, public officials, employers, and parents will find useful in their efforts to improve the protection of child life in Iowa.

The tentative standards adopted by a conference called by the United States Children's Bureau are used as a general measuring rod by which we may evaluate child welfare legislation in Iowa. In many respects we fall short of the posited standards; in others we are far in advance.

The author has written from the sociological and not a legal point of view. Care has been taken to avoid errors in citing the statutes, although probably some minor errors have occurred.

The conception of the study and its general plan have been worked out by Dr. Hornell Hart of the Sociology Division of the Station. The detailed work and composition are the results of the efforts of Miss A. Ione Bliss, M. A., assistant in the Sociology Division.

BIRD T. BALDWIN.

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IOWA CHILD WELFARE LEGISLATION

I. PURPOSE AND PLAN OF STUDY

The following study is an effort to present a detailed comparison of Iowa statutes bearing on child welfare with the minimum standards adopted at the Children's Bureau Conferences, May and June, 1919.¹ These "Federal Standards," as they are hereinafter called, have been cited verbatim as the statements of opinion of experts in the field of child welfare, but no attempt has been made to pass judgment on their desirability. Many of these standards relate to subjects suitable for local administration rather than for state regulation, and wherever this is true the fact has been noted in the discussion.

Federal Standards and corresponding Iowa legislation have been given together in every case with a view to making it possible to determine at a glance Iowa's status in child legislation as measured by the best available standards. It is hoped that the study may furnish useful material for code commissions, legislators, bureaus of research in child welfare, social workers, publicists, city and state departments and other organizations and institutions laboring in the interests of Iowa children.

All statutes quoted are found in the Compiled Code of Iowa, 1919, unless otherwise noted, and all references are to sections of that Code. The technical phraseology has been followed wherever interpretation is doubtful, and any discussion of administration or interpretation of the laws has been avoided as not within the scope of this paper. Similarly, much excellent work which is being done by local organizations and societies has not been covered in the present study, which relates exclusively to state legislation.

This paper was prepared under the general supervision of Dr. Bird T. Baldwin, Director of the Iowa Child Welfare Research Station, and under the immediate direction of Dr. Hornell Hart, Head of the Sociological Division, to whom are due acknowledgment of much helpful assistance and criticism.

¹*Minimum Standards for Child Welfare.* Adopted by the Washington and Regional Conferences on Child Welfare, 1919. Conference Series No. 2, Bureau Publications No. 62; Washington, 1920.

II. MINIMUM STANDARDS FOR CHILDREN ENTERING EMPLOYMENT

1. AGE MINIMUM

(1) *Federal Standard*: The minimum age for employment should be 16 in any occupation, except that children between 14 and 16 may be employed in agriculture and domestic service during vacation periods.

Code of Iowa: The age minimum is 14 for specified occupations, (any mine, manufacturing establishment, factory, mill, shop, laundry, slaughter house, or packing house, or any store or mercantile establishment employing more than eight persons, or operation of any freight or passenger elevator, or livery stable or garage, or place of amusement, or distribution or transmission of messages) unless owned or operated by his parents. (882).

The age is 11 for boys and 18 for girls engaged in street occupations, in cities of 10,000 or over, with provision for issuing permits to boys under 11 in exceptional cases. (884).

Work permits required, between 11 and 16. (884).

(2) *Federal Standard*: The age should be 18 for employment in and about mines and quarries.

Code of Iowa: The age minimum is 16 for employment in or about mines during school term, (885) though boys 14 to 16 may be employed during school vacation provided a record be kept of all such boys, available for inspection at any time. (771, 13; 882).

(3) *Federal Standard*: The age minimum should be 21 for girls employed in messenger service.

Code of Iowa: The age minimum is 18 for transmission or distribution or delivery of goods or messages between 10 P. M. and 5 A. M. in any city of 10,000 or over. (886, 13). Boys under 16 may work only until 6 P. M. (886). No separate provision is made for girls.

(4) *Federal Standards*: Employment of minors in dangerous or hazardous occupations or at any work which will retard their proper physical or moral development should be prohibited.

Code of Iowa: No person under 16 is to be employed at anything at which, from the nature of the place or employment the health may be injured, or morals depraved, or at any work in which handling or use of gunpowder, dynamite, or other explosive is required, or in or about any mine during school term, or in any hotel, bowling alley, pool or billiard room, or any occupation dangerous to life or limb; and no female under 21 may be employed in any occupation requiring constant standing. (885).

No person under 16 and no female under 18 is permitted to clean machinery while in motion, and children under 16 are not to op-

erate or assist in operating dangerous machinery of any kind. (860).

The Code also provides that no badge or chauffeur's license shall be issued to children under 18 (3054, 39).

2. EDUCATIONAL MINIMUM

(1) *Federal Standard*: School attendance should be compulsory for all children between the ages of seven and 16 for at least nine months (38½ weeks) each year, either full or part time.

Code of Iowa: School attendance is compulsory for all children between ages of seven and 16, if in proper mental and physical condition to attend, for at least 24 consecutive weeks in each school year, but the board of directors in any city of first or second class may require attendance for the entire time school is in session.

This however does not apply to any child who is over 14 and legally and regularly employed, or who has educational qualifications equal to completion of eighth grade. (2663).

Every master is required to send his apprentice six years old or over, to school at least four months in each year. (6709).

Any person having control of a child seven to 14 years, inclusive, under private instruction, on receiving notice from the secretary of the school corporation, shall furnish certificate stating name, age, and period under private instruction; and any person having charge of a child physically and mentally unable to attend school shall furnish proofs by affidavit. (2664).

Provision for education of children in the county home at the district school. (3307). Provision for enforcing attendance act. (2668).

For reporting violations. (2669).

For punishing children habitually truant. (2670).

Deaf children, between the ages of seven and 19 years, are compelled to attend the Iowa School for the Deaf unless exempted, as provided, (2675, 2677), and the same law is applicable to blind children of like ages, (2680). The state board of education is empowered to employ an agent to aid in the enforcement of these provisions. (2678).

Children under ten years of age, so deaf as to be unable to attend public schools, may be taught by special instructors provided by the school corporation, such instruction to be substantially equivalent to that given other children of corresponding ages in graded schools, and provision is made for state aid. (2629, 2630).

(2) *Federal Standard*: Children between 16 and 18 who have completed eighth grade but not the high school grade and are legally and regularly employed should be required to attend day continuation school eight hours weekly.

Code of Iowa: School boards of directors may establish and maintain part-time schools, departments or classes in vocational or

other education for minors 14 to 16 holding work permits, or who have not completed eighth grade and are employed in a store or mercantile establishments where eight or fewer people are employed, or occupations owned by their parents, or who have completed eighth grade and are not engaged in some useful occupation; and the board is required to organize such part-time school, class or department wherever there are 15 minors as defined above resident in the district. (2583).

Such part-time schools are to be organized in accordance with standards established by the state board for vocational education and shall provide for not less than eight hours instruction weekly during the term for which public school is established in the district. They shall be held between 8 A. M. and 6 P. M. (2585).

Evening schools must be established whenever 10 or more persons over 16 years old in any organized school district desire instruction at evening school in the common branches, and the school board shall provide for not less than three months of such school, and not less than two hours twice each week. (2582).

When there are less than 10 persons who from any cause are unable to attend day schools, the establishment of night school by the board is optional. (2581).

(3) *Federal Standard*: Children between 16 and 18 who have not completed the eighth grade or who are not regularly employed should attend full-time school.

Code of Iowa: No provision.

(4) *Federal Standard*: Vacation schools placing special emphasis on healthful play and leisure time activities should be provided for all children.

Code of Iowa: School boards in cities of 20,000 or more may purchase or lease for educational purposes a tract of land outside the city for school garden or farm, erect suitable buildings and appoint managers in suitable manner, said tract to be maintained for the purpose of providing a summer home for city pupils desiring to continue study all year, and provide opportunity to perform productive work in vocational lines and diversify such work with open-air exercises and recreation both physical and intellectual. The purpose is to be to develop educational principles and work comprised in the term "Park Life" as exemplified experimentally and discussed educationally and sociologically in this state. The school board shall seek to correlate functions of farm and garden with regular school work in the most efficient manner. (2688).

Provision is made for state aid in 2689 and 2690.

Numerous sections on playgrounds are in force, providing for the establishment of such recreational grounds, (2681, 3734, 3729, 4087, 3735, 3736), formulation of rules and regulations, (3739), and the appointment of superintendent, and assistants, (3738), although establishment of such playgrounds is never mandatory.

3. PHYSICAL MINIMUM

(1) *Federal Standard*: A child should not work until he has been examined by a school physician or public health physician, and found of normal development for his age and physically fit for the work he contemplates.

Code of Iowa: See *Administration*, p. 12, Employment Certificates, (2), (C).

(2) *Federal Standard*: There should be annual physical examination of all working children who are under 18.

Code of Iowa: No provision.

4. HOURS OF EMPLOYMENT

(1) *Federal Standard*: No minor should be employed more than eight hours a day or 44 hours a week. The maximum working day for children between 16 and 18 should be shorter than the legal working day of adults.

Code of Iowa: Children under 16 shall not be employed more than eight hours in any one day exclusive of noon intermission, nor more than 48 hours in any one week. (886).

(2) *Federal Standard*: Hours spent at continuation schools by children under 18 should be counted as part of the working day.

Code of Iowa: If a part-time school, department, or class is established no person under 16 shall be employed more than 40 hours in any one week. (886).

(3) *Federal Standard*: Night work for minors should be prohibited between 6 P. M. and 7 A. M.

Code of Iowa: No person under 16 shall be employed in certain specified occupations (see 882), between 6 P. M. and 7 A. M. No person under 18 shall transmit, deliver, or distribute goods or messages between 10 P. M. and 5 A. M. (886).

Provision is made, in apparent conflict with the above, for issuing work badges to boys between 11 and 16 permitting them to engage in certain street occupations between the hours of 4 A. M. and 7:30 P. M., and in exceptional cases, for issuing permits to boys under 11, allowing them to work at the same occupations, and during the same hours, at hours when school is not in session. During summer vacation they are allowed to work until 8:30 P. M. (884).

5. MINIMUM WAGE

(1) *Federal Standard*: Minors at work should be paid for full time not less than the minimum essential for the necessary cost of proper living. During a period of learning they may be rated as beginners and paid accordingly, but the length of the learning period should be fixed on educational principles only.

Code of Iowa: No provision.

6. PLACEMENT AND EMPLOYMENT SUPERVISION

(1) *Federal Standard*: There should be a central agency to deal with all juvenile employment problems.

Code of Iowa: No specific provisions.

(2) *Federal Standard*: Adequate provision should be made for (a) advising children when they leave school of employment opportunities open to them, (b) for assisting them to find suitable work, and (c) supervising their first few years of employment.

Code of Iowa: (a) No Provision. (b) Provision is made for making up lists of applicants and character of employment desired, and of those desiring to employ labor, and mailing these lists to county auditors and city and town clerks who shall see that they are posted. (891-892). (c) Measures which supervise employment of minors are the act providing for factory inspectors, see p. 14, *Factory Inspection*, (1); the condition of women and children in employment, (874); the section requiring safety appliances and forbidding employment of children under certain age in dangerous occupation, (860); the section requiring reporting of all accidents, (883); the section which gives the commissioner of labor the right to enter the employer's premises at any time, and if any neglect with respect to children is evident, to give notice to the employer, and if necessary institute proceedings against him, (876, 9); and, finally, the sections governing general conditions of employment, age, work certificates, etc. (886, 888, 890), and forbidding certain occupations. (882).

7. ADMINISTRATION

a. EMPLOYMENT CERTIFICATES

(1) *Federal Standard*: Certificates required for all children entering employment under 18 years.

Code of Iowa: Certificates required for all children entering employment under 16. (884, 888).

(2) *Federal Standard*: Certificates issued only after receiving, approving and filing the following:

(a) Reliable, documentary proof of age.

(b) Evidence of completion of eighth grade.

(c) Certificate by public health or school physician stating that child has had thorough physical examination and is physically qualified to undertake the work contemplated.

(d) Promise of employment.

Code of Iowa: Certificates issued only after receiving, approving, and filing the following:

(a) Proof of age (14 or over). (888, 44, ff.).

(b) Completion of six yearly grades or equivalent. (888, 29 ff.).

(c) Certificate by public health or school physician showing that child is normally developed for his age and physically able to

perform work for which permit is sought. (888, 38 ff.).

(d) Written promise of employment and agreement to return work permit to the issuing office within two days after termination of employment. (888, 23).

(3) *Federal Standard*: Certificates to be issued to the employer and returned by him to the issuing officer when the child leaves his employment.

Code of Iowa: Work permits to be issued to the employer, (888, 66), and returned to the issuing officer within two days after the child leaves his employment. (888, 11).

(4) *Federal Standard*: The school last attended, the compulsory education department, and the continuation schools are to be kept informed by the issuing officer of certificates issued or refused and of unemployed children for whom certificates have been issued.

Code of Iowa: No provision.

(5) *Federal Standard*: Minors over 18 are to present evidence of age before being permitted to work in occupations in which the entrance ages or hours are especially regulated.

Code of Iowa: No provision.

(6) *Federal Standard*: Record forms must be standardized and the issuing of employment certificates be under state supervision.

Code of Iowa: Record forms are to be formulated by the state superintendent of public instruction, and furnished by him to the local school authorities (888, 61). Permits to be issued only by the superintendent of schools or persons authorized by him in writing, or persons authorized in writing by the local school board. (888, 15).

(7) *Federal Standard*: Reports to be made to the factory inspection department of all certificates issued or refused.

Code of Iowa: Duplicates of all work permits must be sent to the office of the commissioner of labor between the first and tenth day of the month following the month issued. (888, 58).

b. ADMINISTRATION OF COMPULSORY SCHOOL ATTENDANCE LAWS

(1) *Federal Standards*: Full-time attendance officers in proportion to school population to be provided in cities, towns, and counties.

Code of Iowa: Boards of school directors of cities of 20,000 or over to appoint one or more truant officers, to serve for one year. May be constable or member of police force. Duty to report violations of compulsory school attendance laws to secretary of school corporation and to see to enforcement. In cities and towns of second class the independent school district may employ the marshal or other police officer of such city or town to act as truant

officer and pay him, in addition to other salary, not more than \$5 per month. (2667).

(2) *Federal Standard*: Enforcement of school attendance laws by the above authorities shall be under state supervision.

Code of Iowa: Director, president of any board of directors, or any truant officers appointed by such board are to enforce the act. Penalty provided for neglecting to do so within 30 days after written notice by any citizen. (2668). County superintendent shall see that all provisions of school laws within his county, especially those relating to compulsory attendance are observed and enforced. (2504).

C. FACTORY INSPECTION AND PHYSICAL EXAMINATION OF EMPLOYED MINORS

(1) *Federal Standard*: Inspection for enforcement of all child labor laws to be under one department, and the number of inspectors sufficient to secure enforcement.

Code of Iowa: Commissioner of bureau of labor to enforce provisions of the chapter. Factory inspectors authorized by him in writing. (890).

The commissioner of the bureau of labor statistics is allowed three factory inspectors, one a woman, who under direction of the commissioner of bureau of labor statistics shall inspect sanitary and general conditions under which women and children work, make recommendations and report to the commissioner and render any other service which will tend to promote the health and general welfare of women and children employees of the state. (881).

(2) *Federal Standard*: Provision for staff of physicians to examine periodically all employed children under 18.

Code of Iowa: No provision.

SUMMARY

From the above comparisons it is evident that the Code falls short in several respects of Federal Standards as to children entering employment. The age at which children may enter employment is two years below standard in most cases, and children younger than 14 may be employed in stores or mercantile establishments employing less than eight persons, or in places of business owned or operated by their parents. Street occupations may be legally engaged in by boys of 11 years of age, or even younger, upon compliance with work permit requirements. For employment in and about mines, the Code places the age limit at 14 during summer vacation and 16 during the school year, instead of 18 in all cases as recommended by the Bureau. Instead of 21 for night messenger service, the Code sets the minimum at 16 for work during the hours of

6 P. M. and 7 A. M. and at 18 years for the hours between 10 P. M. and 5 A. M. in cities of 10,000 or over.

For dangerous and hazardous occupations, or work which would retard physical development the Iowa minimum is 16 years, instead of the suggested 21. For cleaning machinery in motion the minimum is 18 years for girls, which partially meets the requirement.

Education is compulsory in Iowa between the ages of seven and 16 instead of 18 years, and for 24 consecutive weeks or less than six months, instead of the full nine months as the Federal Bureau urges, although cities of first or second class may require attendance for the full term. The Code provides for exempting children who are over 14 and legally and regularly employed, or who have completed eighth grade, which in many cases lowers the minimum two years more.

Boards of directors in any organized school district are empowered to establish and maintain part-time schools, for minors 14 to 16 holding work permits, but are not required to do so except when there are 15 minors as defined resident in the district.

Iowa laws fulfill the standards on physical requirements with the exception of failure to provide for periodic medical examination of all working children under 18.

As to night work, the Code permits children of 11 years or younger to engage in street occupations from 4 A. M. to 7:30 and 8:30 P. M., excepting the time required for attendance at school, upon their securing work badges. Those between 16 and 18 may work until 10 P. M. and from 5 A. M. on, and there is no provision at all governing night hours of minors between 18 and 21.

There is no minimum wage regulation for minors, and no central agency dealing with all juvenile employment problems as the Federal Standards propose, unless the act providing that the state department of labor receive reports and recommendations from the woman factory inspector on the condition of women and children in industry, falls within the spirit of the requirement. Neither is there any legal provision for advising children of the opportunities and assisting them to find work, though some work is done along these lines by schools and other agencies.

The supervision of employed children is accomplished by factory inspections and similar regulations but there is no provision for individual records and systematic follow-up work that will reveal whether or not the child is suited to his occupation, or how his employment reacts upon him physically and mentally. Only one

factory inspector is provided for investigating working conditions of women and children in the entire state.

Work permits are required by the Iowa Code only up to the age of 16 years instead of 18; it requires the completion of six yearly grades instead of eight; it has no specific provision for keeping the compulsory education department and the continuation schools informed of certificates issued and refused, and of unemployed children for whom certificates have been issued; and it requires no proof of age beyond the work permit age of 16 years. Since the issuing of work permits is in the hands of school authorities the record of permits issued and refused is easily available for use by continuation school and compulsory education departments, and this lack of provision is not vital. Similarly, while the provisions for state supervision and standardization of certificates issued, and reports to the factory inspection department of all permits issued and refused are not duplicated exactly in the Code, they are approximately covered, the first by the section requiring formulation of the record forms by the state superintendent of public instruction, and issuing of permits only through school authorities, and the second by the filing of duplicate permits with the commissioner of labor. On the whole, the matter of age limit, which is too low, the school requirements, which fall two grades below standard, and the failure to require proof of being over work-permit age are the most striking discrepancies.

The one woman factory inspector under the commissioner of the bureau of labor statistics is apparently the only person particularly responsible for examining into working conditions of women and children throughout the entire state. Iowa makes no provision for periodical examination of working children.

The Code makes no provision for full-time truancy officers, but merely specifies that the marshal, constable, or other police officer may be appointed, and the number of such persons appointed is left entirely to the discretion of the city or town concerned. The enforcement of attendance laws is left to the county superintendent, the director or president of any board of directors, or any truant officer, and county instead of state regulation is provided.

III. STANDARDS FOR THE PUBLIC PROTECTION OF THE HEALTH OF CHILDREN AND MOTHERS

8. MATERNITY

(1) *Federal Standards*: There should be maternal or prenatal centres, whose work should include complete physical examination, instruction in hygiene and supervision through pregnancy, employment of public health nurses for home visiting and instruction, properly attended confinement, and examination by physician before discharge of patient. (For complete requirements see Standards, pp. 7-8). Activity under these heads has been started under authority of the Federal Sheppard-Towner Act.

Code of Iowa: See *Infants and Preschool Children*, (4), p. 19, for provisions on public health nurses.

(2) *Federal Standard*: Clinics, such as dental and venereal, for needed treatment during pregnancy, should be established.

Code of Iowa: It is provided that free hospital service and medical and surgical treatment may be had at the state university hospital for any person over 16 afflicted with a malady or deformity which can probably be remedied by such treatment, and who is unable to pay for the same. (2386-2394).

Provision is also made for county hospitals, the board of trustees of which are to determine what patients are subjects for free treatment. (3309, 3326).

The board of supervisors in any county having no county hospital may establish one or more wards in any public or private hospital for the use of the county, and levy a tax for the maintenance of the same. (Laws Thirty-ninth G. A., p. 76, Ch. 83, Sec. 1-2).

The last legislature appropriated \$25,000 annually for a Bureau of Venereal Disease, part of which is expended for clinics.

(3) *Federal Standard*: Maternity hospitals or wards for all desiring or needing hospital care, and free or part-payment for every necessitous case.

Code of Iowa: Provision for licensing and supervision of maternity hospitals is made, (1357, 1361), but no statement made as to free or part-payment service, though this is partially covered by provisions for free hospital service at the University hospital, and at county hospitals.

(4) *Federal Standard*: All midwives required by law to be licensed and supervised, and to show adequate training.

Code of Iowa: Physicians or midwives may obtain a certificate from the board of medical examiners permitting them to practice medicine, surgery, or obstetrics without a diploma from a medical school, or examination by the board. (1311). No legal provision is made for supervision and training.

(5) *Federal Standard*: Adequate income to allow the mother to remain in the home during the nursing period.

Code of Iowa: See p. 31 of this study.

(6) *Federal Standard:* Education of the public in problems of maternal and infant mortality and their solution.

Code of Iowa: Taken care of under the Sheppard-Towner Act, through Federal co-operation with the state.

9. INFANTS AND PRESCHOOL CHILDREN

(1) *Federal Standards:* Complete birth registration by legislation requiring reporting within three days after birth.

Code of Iowa: Provision is made for reporting births in maternity hospitals within 24 hours (1359), and for filing other certificates of birth with the clerk of the district court in the county within 10 days, (1369). The new vital statistics law, adopted by the Thirty-ninth General Assembly makes Iowa eligible for admission to the registration area of the United States.

There is provision under penalty for collection and report of vital facts by properly appointed local registrars, and for establishment of a Bureau of Vital Statistics at the state capitol. Reporting of births must be by physician, midwife, or other person acting in the capacity of midwife, or if none such attend, then by the father or mother or householder or owner of the premises, and manager or superintendent of the institution where the birth occurs. The act elsewhere provides for state-wide registration of physicians, midwives, undertakers, and casket-makers. Stillbirths are to be registered as both births and deaths and the certificates filed with the local registrar in the usual form and manner. The medical certificate must show cause of the stillbirth if known and midwives are forbidden to sign a certificate for stillborn children.

The law provides that the full name of the father shall be given in recording a birth, but in the case of an illegitimate child it may not be entered without his consent, though other facts relating to his age, color, occupation, etc., may be given if known. (Laws, Thirty-ninth G. A., Chs. 222, 229).¹

(2) *Federal Standard:* Prevention of infantile blindness by requiring treatment at birth, and supervision of all positive cases.

Code of Iowa: An act passed by the Thirty-ninth General Assembly requires that physicians treat at birth the eyes of all infants except those whose parents hold membership in a church which objects to the principles of medical treatment.²

(3) *Federal Standard:* Children's health centre, including nutrition clinics, to give health instruction, throughout preschool age. (See Standards, p. 8, for details.).

Code of Iowa: No provision.

¹Reuter, E. B., Vital Statistics, Iowa Law Bul. VII, No. 1, pp. 43-46.

²From mimeographed statement of the Iowa State Conf. Social Work.

(4) *Federal Standard*: Children's health centre should provide, or co-operate with, public health nurses, one for average population of 2,000, to make home visits to all preschool children and instruct mothers. (See Standards, p. 8, for details of instruction).

Code of Iowa: Boards of supervisors, city and town councils, school boards, and judges of juvenile courts have power to employ public health or visiting nurses, at such periods in the year and in such numbers as they deem advisable, and prescribe their duties, which shall in a general way be for the promotion and conservation of public health. (1335, 1336, 1337, 2094).

(5) *Federal Standard*: Clinics, (dental, eye, ear, nose, and throat, venereal and other clinics) for the treatment of defect and disease.

Code of Iowa: Dental clinics: See p. 22, School Children 7.

Venereal disease: Provision for payment by county from county poor fund for treatment of persons unable to pay for same. (1294).

Other diseases: Provisions for free medical and surgical treatment of indigent children at the University hospital at Iowa City. (Chapter 9). This includes all remedial difficulties, since the school nurse or any person interested may recommend any indigent child that will apparently be benefited by treatment, and after due investigation, such child will be received at the hospital.

(6) *Federal Standard*: Children's hospitals, or beds in general hospitals, or provision for medical care at the University hospital for all indigent children under 16 who will apparently be benefited by such treatment. (Chapter 9, 2375 ff.) Provisions for persons over 16 (2386-2394).

(7) *Federal Standard*: State licensing and supervision of all child-caring institutions.

Code of Iowa: Provision for supervision by board of control of state institutions of all private associations or societies receiving children, such institutions to be subject to visitation by the board members or agents, who may require such information and statistics as the board may deem necessary in order to exercise proper supervision and control. Annual reports required. (2139).

"The board of control shall designate and approve the institutions and associations to have charge of juveniles under this chapter, (Neglected, Dependent, and Delinquent Children) and shall have supervision, oversight and right of visitation (by all or any of its members or by such persons as it shall appoint thereto) in all institutions and associations having charge of juveniles under this chapter, and said court, institutions and associations shall make annual reports in the first 15 days in January of each year to said board of control." (2112).

(8) *Federal Standard*: General educational work in prevention of communicable diseases in hygiene and feeding of infants and

young children, including compulsory courses in child hygiene in the public schools.

Code of Iowa: Regular courses in physiology and hygiene in public school are required (2555). An appropriation of \$20,000 annually is made for a chair of Preventive Medicine and Hygiene at the University.

10. SCHOOL CHILDREN

(1) *Federal Standard:* Proper location, construction, hygiene and sanitation of school buildings; no over-crowding.

Code of Iowa: Regulations covering construction of doors, (1065), fire escapes, (1062, 1063, 1064), plans and specifications for buildings, prepared by the superintendent of public instruction, assisted by the state architect, (2267, 2269), school house sites, (2640), and sanitary investigation, (1266, 2569), are to be found, which cover the requirements with the exception of adequate room space.

(2) *Federal Standard:* Adequate playground and recreational facilities, physical training and supervised recreation.

Code of Iowa: Playground and recreational facilities: School boards in cities of first or second class, or under commission plan of government are authorized to establish and maintain for children in public school buildings and on public school grounds, under custody and management of the boards, public recreation places, and playgrounds and necessary accommodations for the same without charge to the residents of said school district. (2681).

All cities having a population of 50,000 or over are empowered to provide for the several districts or for any one district, community centre houses, with recreation grounds adjacent for the use, recreation, and instruction of the residents of said districts. (3720).

The city councils are also empowered to divide the city into community centre districts and to determine and define the boundaries of such districts, with regard to existing natural community centres and the probable growth thereof in the future growth of the city, the intention being to provide for such outlying districts within the city as by reason of distance, means of communication, or other causes, have or are likely to develop a distinct community life, a community centre house and grounds, for recreation, community meetings, instruction, and entertainment, and for general betterment and development of the life of the district affected. (3721).

The city council shall require suggestions for rules and regulations to be adopted for government and operation of such community centre improvement from the community centre board and superintendent, and from public spirited citizens who are interested in such development, and particularly in the child welfare of such city. (3728).

Provision for condemnation and purchase of land, (3736); issuing playground bonds, (3735); levy of tax, (3737); provision for transfer of public squares of grounds for use as playgrounds, (4087); manner of transfer, (4088).

All cities have the power to provide one or more playgrounds as herein provided, number and location to be determined by the city council, provided that the electors of that city vote in favor of establishing such playground. (3734).

City councils may certify to county auditors and cause to be collected a special tax for the construction of such swimming pools, bathing beaches, bathhouses, ice rinks, dance pavilions, shelter houses, wading pools and river walls as are authorized in cities of 50,000 in, and in connection with the parks. (4270, 4271).

River front commissions may construct and regulate the use of bath-houses, boathouses, and other suitable structures and have exclusive jurisdiction over the water of such streams, and may maintain them in suitable condition for boating, skating, and other public amusements and purposes. (3715).

Cities and towns have also the power to regulate, define, tax, license or prohibit public dance halls, skating rinks. (3600).

Physical training and supervised recreation: School boards are empowered to co-operate with commissioners or boards in charge of public buildings, parks and grounds, and provide for supervision, instruction, and oversight necessary to carry on public educational and recreational activities. (2681).

Provision for playground rules and regulations are to be formulated by playground superintendent, superintendent of schools, and public-spirited citizens. (3739).

Provision for appointing superintendent of playgrounds, who shall be in charge of playgrounds, and have control over children playing thereon, and have other powers and duties fixed by the city council. Additional help to be employed if necessary. (3738).

Provision for maintenance of playgrounds in connection with community centre activities, and for supervision, instruction and oversight necessary to carry on public educational and recreational activities. The city council to arrange as it seems best with the school board for necessary personal supervision. (3729).

Provision for community civic congress of three persons especially fitted for and interested in community work, who may co-operate with city council in all matters pertaining to child welfare, and social and recreational activities, as contemplated in this section. (Juvenile Playgrounds) (3640).

(3) *Federal Standard:* Open-air classes and rest periods for pre-tubercular and malnutrition cases.

(4) *Federal Standard:* Full-time school nurse for not more than 1,000 children to instruct children, take them to clinics, and make home visits. (See Standards, p. 438, for details of duties).

(5) *Federal Standard*: Space and equipment for school medical work, and laboratory service.

Code of Iowa: No provision under (3), (4), or (5).

(6) *Federal Standard*: Part-time physician and one full-time nurse for 2,000 or full-time physician with two full-time nurses for 4,000 children for:

(a) Complete standardized physical examination once a year, and monthly weighing wherever possible.

(b) Continuous health record for each child to be kept on file.

(c) Special examination of children referred by teacher or nurse.

(d) Supervision to control communicable disease.

(e) Recommendation of treatment for all remediable defects, diseases, deformities, and cases of malnutrition.

(f) Follow-up work by nurse to see that physician's recommendations are carried out.

Code of Iowa: No provision for school nurses and physicians, although many municipalities provide for their own, and frequently the city health nurses are called upon to perform these duties.

(a), (b), (f). No provision.

(c), (e). Provision for examination of any child referred by any reliable person, who is afflicted with some deformity or suffering from some malady that can probably be remedied, and commitment, with consent of parents, to the hospital at the State University of Iowa for treatment. (Chapter 9).

(d). Physicians, parents, guardians or school teachers are to report cases of whooping cough, measles, mumps or chicken pox to the local board of health, and houses of children afflicted must bear placards as public warning. (1276-1277).

(7) *Federal Standard*: Available clinics for dentistry, eye, ear, nose and throat, skin diseases, orthopedics, and free vaccination for small pox, and typhoid.

Code of Iowa: Dentistry: School boards in districts of 1,000 or over may establish school dental clinics and offer courses in mouth hygiene, and are now empowered to employ such dentists and hygienists as may be necessary to accomplish their purpose. (2556).

Orthopedics: Provision for free medical and surgical treatment at the hospital at the University of Iowa for children whose parents cannot afford such service. (2375-2385).

This chapter covers practically all remediable defects.

Free vaccination: No provision.

(8) *Federal Standard*: Nutrition classes for physically sub-normal children and hot lunches when necessary.

Code of Iowa: No provision.

(9) *Federal Standard*: Examination by psychiatrist of all atypical or retarded children.

Code of Iowa: Provision is made for petition to adjudicate feeble-mindedness, (1953), examination by qualified physician or psychologist, (1956), and hearing by court and commission appointed consisting of two qualified physicians and a qualified psychologist, (1957).

(10) *Federal Standard*: Education of school child in health essentials.

Code of Iowa: School laws to be enforced, "especially the provisions relating to the teaching of such divisions of physiology and hygiene as relate to the effects of alcohol, stimulants and narcotics upon the human system." (2504).

All pupils are required to receive and all teachers to give instruction in physiology and hygiene, including the effect upon the human system of alcoholic stimulants, narcotics, and poisonous substances. The instruction in this branch shall of its kind be as direct and specific as that given in other essential branches, and the pupil required to complete that part of such study in his class before being advanced to the next. (2555).

School boards may establish dental clinics in certain cases, and have offered courses in mouth hygiene. (2556).

(11) *Federal Standard*: General educational work in health and hygiene including education of parent and teacher, to secure full co-operation in health program.

Code of Iowa: The only sections of the Code which might apply are those on instruction in physiology and hygiene. (2504, 2555, 2556).

11. ADOLESCENT CHILDREN

(1) *Federal Standard*: Complete standardized physical examination, including height and weight, by physician at least once a year, and recommendations for necessary treatment to be given at children's health centre.

Code of Iowa: No provision.

(2) *Federal Standard*: Clinics for treatment of defect and disease.

Code of Iowa: Provision for treatment of all children suffering from remediable defects. (Chapter 9). Dental clinics authorized. (2556).

See also p. 17 of this study, Maternity (3), for county hospitals and free wards.

(3) *Federal Standard*: Supervision and instruction to insure:

(a) Ample and growth-producing diet.

(b) Sufficient rest and fresh air.

(c) Adequate and suitable clothing.

(d) Proper exercise for physical development.

(e) Knowledge of sex hygiene and reproduction.

Code of Iowa: These provisions are not covered in the Code.

(4) *Federal Standard:* Full-time compulsory education to at least 16 years, adapted to adolescent needs and interests, with vocational guidance and training.

Code of Iowa: For compulsory education see pp. 9 to 10 of this report. Educational Minimum.

Vocational Guidance and Training: In section 2279 the provisions of the Federal Smith-Hughes Act are accepted, and in the following sections the duties of the state board of education are defined in full, (2283), standards established and inspection provided for, (2284), approved schools, departments or classes defined, as well as approved teachers, training schools, departments or classes, (2285), duties and organization of local communities are explained, (2287, 2288), appropriation is made, (2292), establishment of normal courses provided for in certain high schools, (2309), and in private and denominational schools, (2310), state aid offered, (2311), and conditions of admission, examination, and registration of certificates specified, (2313, 2314, 2315). An appropriation of \$150,000 annually is made. (2317).

(5) *Federal Standard:* Clean, ample recreational opportunities to meet the social needs.

Code of Iowa: In its details this requirement can only be handled locally, though it is possibly covered to some extent by the playground and community centre regulations. (See School Children).

(6) *Federal Standard:* Legal protection from exploitation, vice, drug habit, etc.

Code of Iowa: Exploitation: Pawnbrokers and second-hand dealers or junk dealers may be prohibited from receiving or purchasing from minors any property without the written consent of their parents or guardians, and provision is made for the examination of premises for the purpose of discovering stolen property. (3602).

All guardians are required to render an account to the district court at least once each year of all property belonging to their wards. (6658).

Provision is made for watching of minors' interests when such minor is apprenticed, (6700), for complaint when a master ill-treats his apprentice, or in any manner fails to discharge his duty in regard to him, (6701), and for judgment and discharge of minor from further service if justified. (6703).

Provision is made for punishing parents who permit children to engage in street occupations in violation of the provisions of the Code. (884).

Provision is also made for punishment of any persons having control of any child under 16 who cause or permit said child to

work or be employed in violation of the provisions of the Code, or any person certifying to false statements to secure the employment of such child, or concealing violation of such provisions, or any person, firm, or corporation, or its representatives, who knowingly employ any person in violation of the law, or refuse to allow authorized inspection as provided, or fail to keep posted the lists of persons employed under 16. (889).

Penalty is provided for enticing or taking away any female child for the purpose of prostitution. (8801).

Vice: Provision is made for the punishment of any person who inveigles or entices to a house of ill fame any female before reputed virtuous, or who shall aid in concealing such female, (8800), or who shall take or entice away any female child under 18 for the purpose of prostitution. (8801).

The section providing punishment for rape places the age of consent at 15 years, but the Thirty-ninth General Assembly has raised this age to 16 years in cases where the man involved is under twenty-five, and to 17 in other instances.¹

Other protective measures are those which punish immoral acts with children, (8803), forbid immoral plays, exhibitions and entertainments, (8804), or obscene productions by phonograph, (8815), or the giving or showing of obscene literature to minors. (8812).

Minors are also forbidden to remain in billiard halls, beer saloons, nine or ten-pin alleys, or to take part in any of the games known as billiards or nine or ten-pins. (8828).

Police matrons are provided for, (3523, 3538), to have charge of all women and children under arrest, and if necessary to accompany them to court, and appropriation is made for arranging separate care and confinement in station houses of all women and children under arrest, and appointment, salary and maintenance of police matrons. (3541).

See also p. 38 of this study, *Juvenile Court*, for provision for separate care and confinement of children under arrest.

Drug Habits: Very detailed provision is made preventing the use of tobacco by minors. School boards are to prohibit its use in any form by any student and those who violate the order are liable to suspension or expulsion. (2549).

The use of tobacco in any public place by any person under 21 is forbidden, except when in company of parent or guardian, (8879), and penalty is provided for any person found violating the provisions of the preceding section, (8880). Tobacco in any form must not be sold to any minor under 16 except on written order of parent or guardian, (8866), and the sale of cigarette papers and cigarettes is also forbidden if with the intent to violate any provision of this section or authorize or permit the same to be done. (8867).

¹From mimeographed statement of the Iowa State Conf. Social Work.

Objectionable advertisements, such as bills, posters, or other matter used to advertise sales of intoxicating liquors or tobacco are not to be distributed, posted, painted or maintained within 400 feet of the premises occupied by public school buildings, or used for school purposes. (8881).

The sale or gift of liquor, except upon written order of parent or physician is forbidden, and penalty provided for violation, (963, 964). It is also forbidden to bring liquor or drugs, ("opium, morphine, cocain, or other narcotic, or any intoxicating liquor") to inmates of training schools, institutions for feeble-minded or onto the grounds thereof, or into any place in connection with such institution. (1970).

The child is protected from the consequences of such habits by the provision for civil action for damages against any person who shall give or sell to another, contrary to the provision of this chapter, any intoxicating liquors which result in injury of the child's person or property by an intoxicated person, and exemplary damages may be collected as well. (979).

Other protective measures not falling under any of these heads should be mentioned. They are, in brief: the section which forbids the selling or giving of firearms to minors, (8597), though in this connection it is interesting to note that provision is made for issuing hunting licenses to persons over 18, and to persons under that age if they have the written consent of parent or guardian, (1141); the prohibition of displays of weapons, excepting war relics, in any window facing a public street or alley, (8596); the prohibition of sale of toy pistols, toy revolvers, dynamite caps, (except for use in mines or for signaling), blank cartridges, or fire-crackers more than five inches long, and three-fourths of an inch in diameter, (8598); the section restraining any person under 15 from driving a car unless accompanied by a person of mature years, even when the consent of the owner is given, and making the owner liable for any damages that may result from negligence of such driver, (2055); the provision for placing a feeble-minded child under guardianship, or detaining such child in a place of safety pending preparation, filing and hearing of petition, (1970); and the section which punishes child-stealing, (8623). The ages at which children may marry are so low as to carry no protective significance. When consent of the parents is obtained, a boy of 16 and a girl of 14 may be legally married. (6588, 6589).

SUMMARY

The Federal Standards are frequently somewhat elusive, and it is not possible to check point for point such general statements as "proper location, hygiene and sanitation of school buildings," and "adequate playground facilities." Iowa has, however, rather comprehensive provisions covering both of these items. There is

no provision in the Code for open-air classes and rest periods for pre-tubercular and malnutrition cases, and no definite statement as to the numbers of public health nurses to be employed. No provision is made for laboratory service and space and equipment for school medical work, or for school physicians, although a few of their proposed duties are taken care of in other ways, as in the case of children who are recommended for treatment at the University Hospital at Iowa City. Standardized physical examinations, continuous health records, and follow-up work by nurses after recommendation by physicians, are not specifically provided for, though they are largely taken care of by teachers and nurses. Free vaccination for small pox and typhoid is not provided for, and examination by psychiatrist of all atypical and retarded children is not required. Provision is made for this examination only when a petition is filed to adjudicate feeble-mindedness, so that none but the worst cases receive reliable diagnosis unless the parents take the initiative. The Federal Children's Bureau Standards on nutrition classes, education of children in health essentials, and general educational work among parents and teachers are not so well adapted to regulation by state law as to local solution, though the Code makes some provision for instruction in physiology and hygiene.

The Federal Standards on maternity regulations are very comprehensive and many of their details seem to be matters for county and municipal, rather than state action. The Code does not cover these matters. Activity under the Sheppard-Towner act was instituted by authority of the governor since the last legislature.

The employment of public health nurses is optional, as is the number of such nurses to be employed. Licensing and supervision of maternity homes is required though no statement is made as to incorporation. Midwives are registered and licensed.

Clinics for treatment during pregnancy and free or part payment hospitals for needy cases are furnished at least in part by provision for free wards in county hospitals and for treatment of indigent persons over 16 at the University Hospital at Iowa City.

In the care of infants and preschool children, then, Iowa comes very close to the Standards in those provisions definitely subject to state legislation, except that nothing is said as to the number of public health nurses to be employed. Children's health centres are better regulated locally, because of various details of administration.

There is no very marked discrepancy between the Iowa Code and the Federal Standards as to adolescent children, save that Iowa makes no provision for regular standardized physical examinations, and the school attendance requirements are not entirely adequate. (See summary of statutes relating to children entering employment, p. 15).

Vocational training and recreational opportunities are rather fully taken care of in the Code, and there are numerous acts intended to protect children from exploitation, vice, drug habits, etc. The Federal Standards are not explicit on these points and it is impossible to make a detailed comparison.

IV. CHILDREN IN NEED OF SPECIAL CARE

12. *Federal Bureau Standards* emphasize the desirability of normal home life, so far as possible, for every child. Part of the general statement is as follows:

"Aside from the general fundamental duty of the State toward children in normal social conditions, ultimate responsibility for children who, on account of improper home conditions, physical handicaps or delinquency, are in need of special care, devolves upon the state. Particular legislation is required for children in need of such care, the aim of which should be the nearest approach to normal development. Laws enacted by the several states for these purposes should be co-ordinated as far as practicable in view of conditions in the several states, and in line with national ideals."

Code of Iowa: Improper Home Conditions and Delinquency.

Sections of the Code which recognize this state responsibility are the following:

Provisions for investigating all juvenile court cases to find whether the person responsible for the care, custody, maintenance, education, medical treatment and discipline of the child or children involved is doing his full duty by such child or children and in case the court finds that the parents or other persons in loco parentis are not doing their duties, the court shall try all lawful and proper means, under the chapter, to make them do so, giving them aid and assistance in case it be deemed necessary. (2128).

Provision for admission to Soldiers' Orphans' Homes of all destitute children of soldiers, sailors and marines, residents of Iowa, orphans of soldiers, under 15 years of age, destitute or unable to care for themselves, and such other destitute children of like age who have legal settlement in the state, and whose applications for admission are approved by the board of supervisors or judge of court of record. (2449).

Provision for tax of not over one-half mill on the dollar in any

one year on all taxable property in the county to aid in and for the maintenance of destitute orphans. (4625).

Provision for punishing any father or mother who shall abandon a child under six years of age, or any person to whom such child has been entrusted or confided. (8851).

Another section defines desertion as without good cause abandoning any child or children under the age of 16, leaving such child or children in destitute condition, or without good cause wilfully neglecting or refusing to provide for them, they being in a destitute condition, and penalty is provided for such neglect. (8845).

A child who, after two years is declared abandoned by both parents, is taken in charge by the State, and the court may order the clerk of the district court to sign papers for its adoption, or it may be turned over to some home finding association approved by the State Board of Control, or the Soldiers' Orphans' Home at Davenport. (2126).

Any person guilty of contributory dependency must fully comply with court orders for a period of two years after judgment, or in case of failure the court may declare the child or children abandoned. (2125).

The Thirty-ninth General Assembly has passed a bill providing for trial in the juvenile and justice courts as well as in the district and superior courts of persons charged with contributing to the delinquency of children, and it is also possible to prosecute for any indictable misdemeanor or felony that contributed to the delinquency of a child, as well as for contributory delinquency.¹

Provision is made for committing neglected, dependent, destitute or delinquent children to the Juvenile Home, unless it shall appear to the court best to make other lawful provision. (2462). Provision is also made for committing to the Training Schools when the child is seriously delinquent, (2150, 2156), and for removal of any children who may prove unruly or incorrigible, or whose presence is manifestly and constantly detrimental and dangerous to the school, and proceedings may be resumed as though no committal had been made. (2157).

Counties are liable for sums paid by the Soldiers' Orphans' Home for support of children not soldiers' orphans, these sums to be collected as part of the taxes due the State. (2458).

Children received by the Juvenile Home become wards of the State, (2467), and if not furnished the care, education, treatment and maintenance required by the agreement, when placed out by adoption, may be taken by the Board of Control and other disposition made to their best interests. (2466).

Parents or other persons not party to placing children by adoption or for a term of years shall not interfere in any manner with the child or children, or assume control over their earnings. (2464).

¹From mimeographed statement of the Iowa State Conf. Social Work.

The State provides care at Glenwood for feeble-minded and idiotic children, (1939, 1940), and upon admission they become wards of the state. (1949).

Permanent custodial homes are not required for blind and deaf children, but their education at the School for the Blind at Vinton, and at the Iowa School for the Deaf at Council Bluffs, is made compulsory up to the age of 19, (2675, 2678, 2680), and provision is made for the admission of persons over that age, with the consent of the State Board of Education. (2443).

13. HOME CARE

Federal Standard: The aim of all provisions for children who must be removed from their own homes should be to secure for each home life as nearly normal as possible, safeguard health, and provide for education, recreation, vocational preparation, and moral and spiritual development. Family homes should be used more.

Code of Iowa Sections seeming to fall within the spirit of this requirement are the following:

The Board of Control shall cause the boys and girls in the Training Schools to be instructed in piety and morality, and such branches of useful knowledge as are adapted to their age and capacity, and in some regular course of labor, either mechanical, agricultural, or manufactural as is best suited to their age, strength, disposition and capacity, and promises best to secure the reformation and future well-being of the pupils. Instruction shall also be given in physiology and hygiene, with special reference to the effects of alcoholic drinks, stimulants and narcotics upon the human system. (2152).

At the Juvenile Home provision is made for teaching common school branches, and the higher branches, science and arts, so far as practicable, and such manual training as shall best physically and otherwise develop and fit such inmates to become good citizens and obtain for themselves a livelihood upon discharge. (2461).

At the Iowa Soldiers' Orphans' Home, provision is made for common school education, and regular employment in some useful pursuit, and after discharge the Board of Control and the superintendent shall assist them to find homes and employment. The children are also to be instructed in physiology and hygiene as taught in the common schools. Any profit from the labor at the Home shall be placed at interest in a bank and each inmate paid, when discharged, in proportion to the amount his or her labor contributed. (2542).

Section 2113 contains the following statement: "This chapter shall be liberally construed to the end that its purpose may be carried out, to-wit: that the care, custody, and discipline of a child shall approximate as nearly as may be, that which should be given by its parents, and in all cases when it can properly be done, the

child is to be placed in an approved family home and become a member of the family by legal adoption or otherwise."

14. ADEQUATE INCOME

Federal Standard: An adequate income for each family. Assistance to mothers who are competent to care for their own children should be sufficient to enable the mother to maintain her children suitably in her own home. (See Standards p. 11).

Code of Iowa: Section 816 on Workman's Compensation provides that if death results from injury the employer shall pay dependents of the employee wholly dependent on his earnings for support at the time of injury, a weekly payment equal to 60 per cent of his average weekly wages, but not more than \$15 nor less than \$6 per week for a period of 300 weeks from the date of injury. (816, 30d).

If the employee leaves dependents only partially dependent upon his earnings for support at the time of injury, weekly compensation shall be paid equal to the same proportion of weekly payment for the benefit of persons wholly dependent as the amount contributed by the employee to such partial dependents bears to annual earnings of the deceased at the time of injury. When weekly payments are made to the injured employee before his death, compensation to dependents shall begin from the date of the last of such payments, but shall not continue more than 300 weeks from the date of injury. (816, 30e).

Provision is also made for appointment of trustees for minors and those physically and mentally incapacitated, and for payment to this trustee of money to be used for the benefit of such person under the direction of the judge during term time or in vacation. The trustee is required to make annual reports. (820).

Provision is made for relief by trustees and overseers of the poor of such poor persons as in their opinion should not be sent to the county home. Relief may be food, clothing, rent, fuel and lights, medical attendance, or in money, and shall not exceed two dollars per week for each person for whom relief is thus furnished, exclusive of medical attendance. (3289).

Families of soldiers and sailors are not to be sent to the county home when they can, and prefer to be, relieved to the extent provided in 3289, (3290), and a fund is created for the relief of such soldiers and sailors and their families, though relief does not include allowance for boys over 14 or girls over 16 years of age. (3342).

The Widows' Pension law is a direct effort to keep children at home by providing financial aid for the mother. If the court shall find the mother of any dependent or neglected child is a widow, and poor and unable to care for such child, but otherwise a proper guardian, and that it is for the welfare of the child to remain at home, the court may enter an order finding such fact, and fixing

the amount of money necessary to enable the mother to properly care for such child. It is made the duty of the overseer of the poor or other person to pay to the mother the amount specified, providing that the amount to be paid for the care of any such child shall not exceed two dollars per week; and provided further that such payment shall cease upon the child's attaining the age of 16 years; and provided further that at any time after such allowance is made, the overseer of the poor or board of supervisors may make objection to the continuance of such allowance. (2104).

The Thirty-ninth General Assembly amended this act increasing the maximum per child from two to three dollars per week.

Under this law any mother whose husband is an inmate of any institution under the care of the Board of Control shall be considered a widow, but only while her husband is so confined. (2105).

15. INCORPORATION, LICENSING, AND SUPERVISION OF CHILDREN'S AGENCIES

Federal Standard: A State Board of Charities or similar supervisory body should be held responsible for the regular inspection and licensing of every institution, agency or association, public or private, incorporated or otherwise, that receives or cares for children who are suffering from physical handicaps, or who are delinquent, dependent, or without suitable parental care. The incorporation of such institutions, agencies and associations should be required, and should be subject to the approval of the State Board of Charities or similar body.

Code of Iowa: The Board of Control of State Institutions must designate and approve institutions to have charge of juveniles under this chapter (Neglected and Delinquent Children) and must supervise, oversee and visit all institutions and associations having charge of such juveniles, and make annual reports in the first 15 days of January of each year. (2112).

Other institutions under the supervision and control of the State Board of Control are the Soldiers' Orphans' Home, the Training School, in both departments, the state penitentiary, men's reformatory, the Juvenile Home, the Soldiers' Home, State Hospital for the Insane, Institution for the Feeble-minded. (1859, 2471).

All associations or societies receiving children under this chapter, (Institutions for Delinquent Persons) shall be under the supervision of the board of control of state institutions and shall be subject to visitation by the board or its agents, which may require such information and statistics from such associations as the Board shall deem necessary, in order to enable them to exercise proper supervision over them. Every such association shall file with the State Board of Control during January of each year, an annual written or printed report, which shall include certain specified statements. And no children shall be committed to the care of any such asso-

ciation which shall not have filed a satisfactory report for the calendar year last preceeding. (2139).

Instructions as to what to inspect are given, (1904), and provision made for investigating charges of abuse, neglect, or other misconduct made against the management of any officer or employee of any county or private institution. (1905).

16. REMOVAL OF CHILDREN FROM THEIR HOMES

Federal Standard: No child should be removed from his home unless it is impossible so to reconstruct family conditions or build and supplement family resources as to make the home safe for the child, or so to supervise the child as to make his continued presence safe for the community.

Code of Iowa: In the case of a dependent, neglected, or delinquent child, the court may continue hearing from time to time and may commit the child to the care or custody of a probation officer, and may allow said child to remain in its own home subject to visitation of the probation officer, such child to report to the probation officer as often as may be required. (2103).

When children are allowed to remain in custody of persons guilty of contributory dependency, the court may prescribe such conditions as seem most calculated to remove the cause of such dependency and neglect, and in case the court deems it for the best interests of the child to remove it from the home until conditions of probation have been complied with, and the court is satisfied that compliance will continue, then the court may place the child in care of the juvenile detention home, wherever such is authorized, or of such other suitable institution provided for by the juvenile court to act for such time during minority as the court may deem fit. (2124).

Dependent, neglected and delinquent children are defined in section 2089. Under those terms are included children whose homes, by reason of cruelty or depravity on the part of the parents or guardians or other persons in whose care they may be, are unfit places for such children.

Effort is made to preserve family life for the child by requiring parents of any dependent, neglected or delinquent child, if the court finds them able to do so, to support such child, and provision is further made for enforcing this order. (2107).

The interests of the child are emphasized further in the section which provides that the chapter shall be liberally construed in favor of the state for the purpose of protecting the child from neglect, or omission of parental duty toward the child by its parents, or other persons in loco parentis, and further to protect the child from the effects of improper conduct or the acts of any person which may cause, encourage or contribute to dependency and neglect of such child, although such person is in no way related to such child. (2129).

Detention homes and school are to be provided and maintained in counties having a population of over 40,000, and must be separate, apart, and outside of any jail or police station. These detention homes and schools are to be used for dependent, neglected, and delinquent children. (2110).

When contributory dependency consists in failure of such person to work, when physically and mentally able to do so, provision is made for finding employment for him, and requiring him to work. It is further explained that while this statute shall not be interpreted as allowing involuntary servitude, it shall be liberally construed as punishing the party affected for contempt, in case he does not do his parental duty and support his children as the law contemplates that he should do, after he has been ordered by the court to do so and efforts have been made to aid him in so doing. (2120).

Persons guilty of contributory dependency must fully comply with court orders for a period of two years after judgment, or, in case of failure, the court may declare the child or children abandoned. In case both parents are living and neither are relieved of duty, and both are guilty of contributory dependency, both shall be proceeded against at the same time. (2125).

17. PRINCIPLES GOVERNING CHILD PLACING

Federal Standard: (a) Adequate consideration of health, mentality, character and family history and circumstances, and correction of remediable physical defects before placing child in permanent foster home.

(b) Complete records of every child under care, in order to understand the child's heredity, development, and progress while under care of the agency.

Code of Iowa: (a) and (b) No provisions; administrative rather than legislative problems.

Federal Standard: (c) Careful and wise investigation of foster homes as prerequisite to the placing of children. Adequate standards required of the foster homes as to character, intelligence, experience, training, ability, income and environment.

Code of Iowa: Any person competent to make a will is authorized to adopt as his own the minor child of another, conferring thereby upon it all the rights, privileges, and responsibilities which would pertain to it if born in lawful wedlock to the person adopting it. (6685, 6686).

It is also provided that any child, with the consent in writing of parents or parent may be adopted by any citizen of this state on the recommendation of the superintendent with the approval of the Board of Control of State Institutions. Articles of adoption must be signed and recorded. This ruling applies to both the Soldiers' Orphans' Home and the Juvenile Home. (2453, 2465).

Children may also be placed out from these various institutions

by the superintendent by contract with any person or family of good standing and character, where they will be cared for and educated properly. (2454).

Children placed out by contract from the training schools may be placed by the superintendent, with the approval in writing of the Board of Control, with any persons or in any family of good standing and character where they will be properly cared for and educated. They shall be so placed under articles of agreement to be signed by the person or persons taking them, and the superintendent, approved by said Board of Control, which shall provide for their custody, care, education, maintenance, and earnings for a time to be fixed in said articles, which shall not extend beyond the time when a boy or girl so placed be not given the care, education, treatment and maintenance required by such agreement. The Board of Control may cause the boy or girl to be taken from the person or persons with whom placed, and returned to the institution, or may replace, release, or finally discharge him or her as may see best. (2155).

Any association or individual awarded the guardianship of a child may place the child in a family home, with or without indenture, and may be party to any proceedings for the legal adoption of the child, and the assent of the guardian shall be sufficient to authorize the court to enter the proper order or decree for adoption. (2108).

State Agents are now provided for the Soldiers' Orphans' Home, the training schools, and the women's reformatory, whose duty it is to find suitable homes, positions, and employment when desirable, for the inmates of these institutions, to inspect the homes of such persons, exercise supervision over them, and when the environment or associations are bad, to require them to obtain other homes or places of employment. (1914).

In case of maltreatment, committed or allowed by the adopting parent, or neglect of duty on his part toward the child, the custody thereof may be taken from him by the district court of the county where the parent resides, and intrusted to another at his expense, but no action of the court shall affect the acquired right of inheritance of the child. (6689).

Children adopted and furnished the care, education, treatment and maintenance required by the agreement, may be taken by the Board of Control and other disposition made to their best interests. (2467).

Federal Standards: (d) Complete records should be kept of each foster home, giving information on which approval is based, showing the agency's contact with the family from time to time, for the purpose of indicating the care given the child intrusted to it.

Code of Iowa See p. 34, (c), and p. 36, (e).

Federal Standards: (e) Supervision of children placed should

include adequate visits by trained and qualified visitors and constant watchfulness over the child's health, education, and moral and spiritual development. Foster parents of children in boarding homes should be trained.

Code of Iowa: The Board of Control is authorized to appoint not more than six persons to act as state agents for the Soldiers' Orphans' Home, the training schools and the women's reformatory. (1913).

The duties of State Agents shall be to find suitable homes when desirable for inmates of said institutions (see 1913) who are to be or have been released, to inspect the homes of such persons, to exercise supervision over such persons, examine into their conduct and environment, and when environment or associations are bad, to require them to obtain other homes. The agents are to keep records of their acts and report to the board of control when required the work they do and results accomplished, the treatment received by the children, and failure or progress made by the persons under supervision. (1914).

Provision is also made for placing children in suitable family homes subject to friendly supervision of the probation officer and further order of the court. (2103).

Supervision is implied in the section which provides that in case any child, whether adopted or placed under articles of agreement for a term of years, is not furnished care, education, treatment, and maintenance required by the articles of agreement, the Board of Control may cause the child to be taken from the person or persons with whom it is placed and may make such other disposition of it as may seem best. (2467).

18. CARE OF ILLEGITIMATE CHILDREN

(1) *Federal Standard:* Save for unusual reasons, both parents should be responsible for the child during its minority, especially the father.

Code of Iowa: The State interprets the word "father" as including the putative father of an illegitimate child, and the question of parentage may be tried in any proceedings to recover for or compel support of such a child, and like proceedings may be prosecuted against the mother independently of or jointly with the alleged father. (3274).

Provision for legal action by any person to establish paternity of an illegitimate child is made in sections 8360-8365.

If the accused is found guilty, he shall be charged with the maintenance of the child in such sum as seems necessary, and in such manner as the court shall direct, and with the costs of the action, and the clerk may immediately issue execution for a sum ordered to be paid, and afterward, from time to time, as it shall be required, to compel compliance with the order of the court. (8366).

It is provided that illegitimate children inherit from the mother, (7915), and from the father when paternity is proven during his life, or they have been recognized by him as his children; but such recognition must have been general and notorious, or else in writing. (7916).

(2) *Federal Standard*: Care by mother during the first nursing months.

Code of Iowa: No provision.

(3) *Federal Standard*: No parents should be allowed to surrender the child outside the family save with the consent of a properly designated state department or court of proper jurisdiction.

Code of Iowa: No provision.

(4) *Federal Standard*: More humane and adequate treatment of such cases in court procedure and otherwise, resulting in greater willingness to have them considered.

Code of Iowa: No provision.

(5) *Federal Standard*: The whole treatment of the unmarried mother and her child should include the best medical supervision and the widest opportunity for education under wholesome, normal conditions in the community.

Code of Iowa: An appropriation is granted to the Board of Control for defraying the expenses of medical attention and treatment for friendless girls in maternity cases that are patients in certain homes for friendless women in Iowa.

(Laws Thirty-ninth G. A., p. 348, Ch. 313, Sec. 10).

See also provisions for county hospitals and free wards, p. 17, *Maternity*, (3).

19. RURAL SOCIAL WORK

Federal Standard: The essential principles of child welfare work should be applied to rural needs, and agencies for rural service encouraged.

Code of Iowa: This very general requirement is not covered specifically in the Code.

20. RECREATION

Federal Standard: Wholesome play, recreation and amusement should be provided by cities and towns, and commercialized recreation should be supervised and safeguarded, for moral education and prevention of delinquency.

Code of Iowa: See pp. 20 to 21 and p. 10 of this study.

21. JUVENILE COURT

(1) *Federal Standard*: Every locality should have a court organization for separate hearings of children's cases, special method

of detention for children, adequate investigation for every case, provision for supervision or probation by trained officers, and a system of recording and filing social as well as legal information.

(2) Procedure should be under chancery jurisdiction and should not stand as criminal record against the child.

(3) Child-placing and relief, or dependency and destitution not involving improper guardianship or final surrender of children should not be required of the juvenile court, but should be administered by existing agencies provided for the purpose.

(4) The jurisdiction of the juvenile court should extend to adult sex offenders against children, and all protection and privacy be given the victims.

(5) In cases of adoption, the court should make a full inquiry into all the facts through its own visitor or some other unbiased agency before awarding custody of the child.

Code of Iowa: (1) *Separate Hearings* are provided in section 2101 which requires that the judge of a juvenile court shall designate a certain time for the hearing of such cases (neglected and delinquent children) and is empowered, when they are tried in summary manner to exclude from the court room at such hearing, any and all persons that in his opinion are not necessary for the hearing of the case. *Probation officers* shall be present at every hearing in the interest of the child.

The judges of the district court, in all counties having a population of 10,000 or over, are required to select one of their number to act as judge of the juvenile court for the ensuing four years. Such judge is to have charge of all matters pertaining to dependent and neglected children, widows' pensions, and any and all matters which are by the law of the state now heard in the juvenile court. (2092).

Children under 17 years of age may not be committed to jails or police stations, but if unable to give bail, may be committed to the care of the sheriff, police officer, probation officer, or other person who shall keep such children in some suitable place provided by the city or county, outside the inclosure of any jail or police station. When any child shall be sentenced to confinement in any institution to which adult convicts are sentenced it shall be unlawful to confine such child in the same yard or inclosure with such adult convicts or to bring such child into any yard or building in which adult convicts may be present. (2100).

Section 3527 appears contradictory in providing that in cities of 25,000 or more, the mayor is to designate one or more station houses within such city for the detention or imprisonment of all women and children under arrest in said city, and see that provisions are made by which the rooms or cells set apart for them shall be separate from and out of sight of the rooms or cells in which male prisoners are imprisoned.

In counties having a population of more than 40,000 it is the duty of the board of supervisors to provide and maintain, separate, apart, and outside the inclosure of any jail or police station a suitable detention home and school for dependent, neglected, and delinquent children. (2110).

Supervision by trained probation officers is required by the Federal Standards and aimed at in the section providing that the court shall have the authority to appoint or designate one or more "discreet persons of good character" to serve as probation officers, though the number is limited to four, in counties having a population of over 35,000, who shall be persons of "good character and special fitness." In case a probation officer shall be appointed by any court it shall be the duty of the clerk of the court, if practicable, to notify said probation officer in advance when any child is to be brought before the court; it shall be the duty of said probation officer to make such investigation as may be required by the court; to be present in order to represent the interests of the child when the case is heard; to furnish to the court such information and assistance as the judge may require, and to take charge of any child before and after trial as may be directed by the court. (2091).

The judge of the juvenile court has the power to select a chief probation office and not to exceed two deputy probation officers, one of whom shall be a woman. (2094).

Section 6930 states the qualifications of probation officers again as being "good moral character and special fitness."

Provision is made for entering all proceedings, orders, findings and decisions of the said court in a book to be kept for the purpose and known as the juvenile court record. (2090). This obviously does not meet the Federal Bureau's idea that all social as well as legal information should be filed and recorded. Section 2112 provides that the report of the court to the Board of Control shall include the number of juveniles of each sex brought before it, the number for whom homes have been obtained, the number sent to state institutions and the number under charge of such association.

(2) *Federal Standard*: Procedure should be under chancery jurisdiction, and not stand as criminal record against the child.

Code of Iowa: Provision is made for trial of all cases of dependency, delinquency and destitution to the court without a jury. (2099).

(3) *Federal Standard*: Child placing and relief, or dependency, and destitution not involving improper guardianship or final surrender of children should not be required of the juvenile court, but should be administered by existing agencies provided for the purpose.

Code of Iowa: No specific provision, although a large part of this work is done by the Board of Control.

(4) *Federal Standard:* The jurisdiction of the juvenile court should extend to adult sex offenders against children, and all protection and privacy be given the victims.

Code of Iowa: Trial of all persons contributing to the delinquency of children is provided by an act of the Thirty-ninth General Assembly, in juvenile and justice courts as well as in the district and superior courts, and it is also possible to prosecute for any indictable misdemeanor or felony that contributed to the delinquency of the child, as well as for contributory delinquency.¹

The judge of any juvenile court is empowered to exclude from the court room any and all persons that are, in his opinion, not necessary for the hearing of the case. (2101).

(5) *Federal Standard* In all cases of adoption, the court should make a full inquiry into all facts through its own visitor or through some other unbiased agency before awarding custody of the child.

Code of Iowa: See p. 34, *Principles Governing Child Placing*, (c).

22. MENTAL HYGIENE AND CARE OF MENTALLY DEFECTIVE CHILDREN

(1) *Federal Standard:* Special attention should be given to the training of teachers and social workers in mental hygiene principles.

Code of Iowa: No provision. At the University increasing emphasis is being laid on this work.

(2) *Federal Standard:* Each state should make a thorough study of the school and general population to determine the extent of feeble-mindedness and subnormality, and should make adequate provision for such mentally defective children as require institutional care.

Code of Iowa: It is made the duty of all officers empowered to take the school census to ascertain the number of children of the ages of seven to 16 inclusive in their respective districts, the number of such children who do not attend school, and so far as possible the cause of failure to attend. (2671).

The county superintendent must report to the institution for the feeble-minded all persons of school age who, because of mental defect, are entitled to admission therein. (2503).

The secretary of the school board of directors must within five days after the July meeting in each year, file with the county superintendent the name, age, and post-office address of all feeble-minded children of and between the ages of five and 21. (2601).

¹From mimeographed statement of the Iowa State Conf. of Social Work.

The term "feeble-minded" is to be so construed as to include idiotic children and a custodial department is provided for the care of such as can not be benefited by educational training. (1940).

Section 1941 provides in detail for the admission of every child and youth residing within the state, between the ages of five and 21 years, who by reason of deficient intellect is rendered unable to acquire an education in the public schools, and physical and mental training and care are given at the expense of the State. The county superintendent of the institution the names of all feeble-minded children in his county of such ages, together with the post-office address of the parents, guardian, or nearest friend, and to state whether such children have ever attended school, and how long. (1941).

(3) *Federal Standard*: Special schools or classes with qualified teachers and adequate equipment for those not requiring institutional care.

Code of Iowa: No provision.

(4) *Federal Standard*: Custodial care in institutions for feeble-minded children should not be resorted to until after due consideration of the possibility of adjustment within the community.

Code of Iowa: Petition to adjudicate feeble-mindedness must be acted on only after a report on the case by a commission of two qualified physicians, or one qualified physician and one qualified psychologist. (1957).

The Code provides that if the alleged feeble-minded person is found to be feeble-minded and subject to be dealt with under this chapter, having due regard to all the circumstances appearing on the hearing, the guiding and controlling thought of the court throughout the proceedings to be the welfare of the feeble-minded person and the welfare of the community, it shall enter a decree appointing a suitable person to be guardian of the person of such feeble-minded person, or directing that such feeble-minded person be sent to a private institution, or a public institution. (1959).

In case a guardian is appointed, he is to treat his ward as though he had been the father of said feeble-minded person, and the feeble-minded person had been under the age of 14, (1960); when the case becomes unsuitable for guardianship the person may be set free or sent to an institution, and no order shall be made discharging or varying a prior order placing the feeble-minded person under guardianship without giving one or more of the relatives or a friend of the feeble-minded person, his guardian or the board of control notice and an opportunity to be heard. (1961).

Feeble-minded persons may be discharged from an institution for the following reasons: because the person adjudged feeble-minded is not feeble-minded; because he has so far improved as to be capable of caring for himself; because the relatives or friends of the feeble-minded person are able and willing to care for him and support

him, and request his discharge, and in the opinion of the superintendent of the institution having the person in charge no evil consequences are likely to follow such discharge. (1964).

23. SCIENTIFIC INFORMATION

Federal Standard: There should be more adequate scientific literature dealing with principles and practice in the children's field of social work, and careful interpretation and analysis of methods and results of care. Publishing of these findings must precede the correcting of many present evils in practice. Boards of directors, trustees and managers are particularly responsible for this data.

Code of Iowa: The State Board of Education is authorized to establish and maintain at Iowa City as an integral part of the State University, the Iowa Child Welfare Research Station, having as its objects the investigation of the best scientific methods of conserving and developing the normal child, the dissemination of the information acquired by such investigation and the training of students for work in such fields. (2349). The appropriation and management are provided for in sections 2351 and 2350.

24. CHILD WELFARE LEGISLATION

Federal Standard: Careful reconsideration as a whole at reasonable intervals, of child welfare legislation, in order that necessary revision and co-ordination may be made, and the creation of a child welfare committee or commission if necessary.

Code of Iowa: The Thirty-ninth General Assembly provided for this revision in a general way, in the act creating a commission of three persons to edit and codify the laws of the state, defining its powers and duties and providing for the editing of a book of annotations of the Code by the code editors. It is evident, however, that such a Commission could deal with child welfare legislation only incidentally.

SUMMARY

The Federal Bureau's ideal of state responsibility for children who are for various reasons in need of special care is recognized by the Code in the legislation covering cases of delinquency, destitution, and physical handicaps in all their various forms.

Children who must be removed from their homes are placed in the several institutions where home life is approximated as nearly as may be and are supposed, when possible, to be transferred to suitable family homes by state agents. Family income is supplemented in Iowa by the Workman's Compensation Act, and by Widows' Pensions, although the amounts allowed mothers for care of their children are too small, and the scope of the provisions is

felt by many to be too narrow. Still other provision is made for meagre relief at home by county and city officials and for aiding families of soldiers and sailors in their own homes, although no allowance includes boys over 14 and girls over 16 years of age.

Licensing and supervision of all public and private child caring agencies and institutions is required in Iowa, and the Board of Control of State Institutions is responsible for such supervision and control, but nothing is said of incorporation.

Investigation of foster homes is provided for the children in the Soldiers' Orphans' Home and the training schools and state agents are employed for this purpose. In other cases the approval of the superintendent and the Board of Control is required, and this is no doubt based upon some sort of investigation of the prospective home, though no such statement is made. Theoretically, any person competent to make a will is authorized to adopt a minor.

There is no provision for complete records of each foster home showing information on which approval is based, although state agents are required to follow their charges and inspect the homes and report on conditions found. The state agents, however, act for only three child-caring institutions. Without systematic and thorough investigation only flagrant cases of neglect and maladjustment come to light.

Supervision of adopted children by trained and qualified visitors is not provided for except as the state agents may fulfill this duty. Occasionally a probation officer may be required to supervise a child placed by the juvenile court but this phase of his work is not regularly required. Supervision by the Board of Control is implied in the section providing that they may ~~remove~~ any child from a home where he is not furnished the care, education, treatment, and maintenance required by the articles of agreement. No statement is made as to the machinery of this investigation. On the whole, while the provisions of the Code may in effect comply with the Bureau's suggestions, the laws themselves are not sufficiently definite.

Legal provision is made in Iowa for establishing paternity of an illegitimate child, and the court may compel support of the child in such sums and such manner as it deems best. There is no provision for care by the mother during the first nursing months, no regulation preventing disposal of the child by adoption outside the family, and no regulation tending to secure more humane and ade-

quate treatment of such cases or wholesome, normal educational opportunities.

The Code of Iowa provides, in agreement with Federal Standards, separate hearing of children's cases, a special method of detention and supervision by probation officers although these officers are required only to be "discreet persons of good character and special fitness," and apparently need not have special training. A juvenile court record must be kept and all proceedings, orders, findings, and decisions of the court entered. It must also contain the number of juveniles of each sex brought before it, the number for whom homes have been obtained, the number sent to state institutions, and the number under charge of such association, though this does not meet the intent of the Federal Bureau. Adequate investigation of every case is the duty of the probation officer, and he furnishes the court with necessary information for the trial.

It is probable that most cases of child placing and relief or dependency and destitution not involving improper guardianship or final surrender of a child are taken care of outside the juvenile court but nothing to this effect is found in the Code.

There is no regulation requiring trial of adult sex offenders against children before the juvenile court, though the contributory delinquency act provides for trial of persons contributing to delinquency of children in juvenile and justice courts as well as in the district and superior courts, and would meet the Standard in those cases at least. Protection and privacy are afforded by the exclusion from the court room of persons not necessary to the trial. Probation officers are required to be present at every hearing in the interests of the children. When child placing is done by the court, the probation officer investigates and supervises the child for such time as the court may direct. In general, there is a fair degree of correspondence throughout.

No provision is made in the Code for scientific study of feeble-mindedness, though special departments have recently been created in the University for this purpose. An effort is made to determine the extent of feeble-mindedness by requiring school census-takers to ascertain the number of such children who do not attend school. The secretary of the school board must file with the county superintendent each year the name, age and address of every feeble-minded child between the ages of five and 21, and the

county superintendent reports this number, in turn, to the institution for the feebleminded. One such institution is provided for by law to admit feebleminded persons of all ages, and its long waiting list indicates that accommodations are very inadequate.

There is no state law providing special schools or classes with qualified teachers for those not requiring institutional care. Adjustment within the community is aimed at when the court appoints guardians for certain feebleminded persons, and gives those interested in such feebleminded persons notice and opportunity to be heard before discharging or varying a prior order.

Provisions requiring reporting of feebleminded children cannot, however, result in even approximately complete returns without a systematic survey of the state by trained psychologists and psychiatrists.

V. GENERAL SUMMARY

MINIMUM STANDARDS FOR CHILDREN ENTERING EMPLOYMENT

FEDERAL	1. AGE	CODE OF IOWA
(1) 16 years, any employment; 14 to 16, farm and domestic service during vacations.	14 years. 11 for street occupations and younger in exceptional cases.	16 during school term. 14 during vacations.
(2) 18 years, mines and quarries.	Over 18, no regulations of working hours.	Under 18, to 10 P. M.
(3) 21 years, night messenger service for girls.	Not under 16; 18 for girls cleaning machinery in motion.	
(4) 21 years, dangerous and hazardous occupations.		
	2. EDUCATION	
(1) 7 to 16 years, compulsory for 38½ weeks, full or part time.	7 to 16, compulsory for 24 consecutive weeks, unless over 14 and legally and regularly employed or through eighth grade.	Blind and deaf, 7 to 19.
(2) 16 to 18, if through eighth grade and employed must attend day continuation school 8 hours weekly.	14 to 16, holding work permits, or not through eighth grade and employed under certain conditions, or through eighth grade, and not employed, must attend part time schools 8 hours weekly.	No provision in the Code.
(3) 16 to 18, if not through eighth grade or not regularly employed; must attend full time school.		
(4) Vacation schools, with emphasis on healthful play, etc.	School farms, optional in cities of 21,000 or over. Playgrounds also optional.	

3. PHYSICAL MINIMUM

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|---|-------------------------------|
| (1) Examination by physician to show normal development and ability to perform work contemplated. | Met by provision in the code. |
| (2) Periodical medical examination of all working children under 18. | No provision. |

4. HOURS OF EMPLOYMENT

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|---|--|
| (1) No minor to work over 8 hours per day. | Under 16, not over 8 hours. |
| (2) Hours at continuation school to count as part of working day. | Provided for. |
| (3) Night work for minors prohibited from 6 P. M. to 7 A. M. | Under 18, prohibited 10 P. M. to 5 A. M.
Under 16, 6 P. M. to 7 P. M.
11 to 16, (street occupations).
7 P. M. to 4 A. M., during school.
8:30 P. M. to 4 A. M. in vacations. |

5. MINIMUM WAGE

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|---|---------------|
| (1) Should equal necessary cost of proper living. | No provision. |
|---|---------------|

6. PLACEMENT AND EMPLOYMENT SUPERVISION

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|--|---|
| (1) Central agency for all juvenile employment problems. | No provision. |
| (2) Provision for advising children of employment open, assisting them to find suitable work, and supervising first years of employment. | No provision for advising of employment or assisting them to find work. Supervision supplied, in theory, by factory inspection and regulation of conditions for work. |

7. ADMINISTRATION

a. *Employment Certificates*

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|--|----------------------------|
| (1) Work certificates for all under 18. | All under 16. |
| (2) (a) Proof of age. | Provided for. |
| (b) Proof of completion of eighth grade. | Completion of sixth grade. |
| (c) Physician's certificate. | Provided for. |
| (d) Promise of employment. | Provided for. |
| (3) Certificates issued to employer and returned by him to issuing officer on termination of child's employment. | No provision. |
| (4) Schools, compulsory education department and continuation schools to be kept informed of all certificates issued and refused and unemployed children for whom certificates have been issued. | No Provision. |
| (5) Minors over 18, proof of age for work having age prohibition. | No Provision. |

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| (6) Record forms standardized and issued under state supervision. | Provided for. |
| (7) Reports to factory inspection department of all certificates issued and refused. | Provided for. |

b. Compulsory School Attendance Laws

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|---|-----------------------------------|
| (1) Full-time attendance officers in proportion to school population. | Provisions very inadequate. |
| (2) Enforcement of school attendance laws by above persons under state supervision. | Under county or city supervision. |

c. Factory Inspection, and Physical Examination of Employed Minors

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| (1) Inspection for enforcement of all child labor laws under one department, and the number of inspectors sufficient. | Number of inspectors (three) inadequate. |
| (2) Staff of physicians to examine periodically all working children under 18. | No provision. |

STANDARDS FOR PUBLIC PROTECTION OF THE HEALTH OF CHILDREN AND MOTHERS

8. MATERNITY

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|---|--|
| (1) Public health nurses. | Employment optional. |
| (2) Clinics, dental, venereal, etc., for treatment during pregnancy. | Provided for. |
| (3) Maternity hospitals or wards for all desiring or needing hospital care. Free or part-payment service for needy. | Maternity hospitals licensed and supervised. Provisions for needy partially supplied by clinics at University hospital, county hospitals, and free wards in private hospitals. |
| (4) Midwives licensed and supervised and required to show adequate training. | Midwives registered and licensed but no statement made as to supervision or training. |

9. INFANTS AND PRESCHOOL CHILDREN

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|--|---|
| (1) Complete birth registration requiring reporting within three days. | Provided for. |
| (2) Treatment at birth for prevention of blindness, and supervision of positive cases. | Provided for children whose parents are not opposed because of religious beliefs. |
| (3) (Suitable for local administration). | |
| (4) Public health nurses, one for average population of 2,000. | Employment optional, and number left to discretion of employing agency. |
| (5) Clinics for treatment of defect and disease. | Partially covered by provision for free treatment of remediable defects at University Hospital. |
| (6) Children's hospitals or beds in general hospitals or care at home for all sick infants and young children. | Provided for. |

(7) State licensing and supervision of all child caring institutions.

Provided for.

(8) General educational work in prevention of diseases and hygiene and feeding of infants and young children, and compulsory course in child hygiene in the public schools.

Special chair of preventive medicine and hygiene provided at State University.

10. SCHOOL CHILDREN

(1) Proper location, construction, hygiene and sanitation of school buildings. No over-crowding.

Provided for.

(2) Adequate playground and recreational facilities, physical training and supervised recreation.

Playgrounds provided for, but are optional. Physical training not required.

(3) Open-air classes and rest periods for pre-tubercular and malnutrition cases.

No provision.

(4) Full time school nurse for not more than 1,000 children.

No provision, though public health nurses partially fulfill the requirement.

(5) Space and equipment for school medical work, and laboratory service.

No provision.

(6) School physician and nurses for:

Partially met by public health nurse provision. No school physician.

(a) Standard yearly physical examinations.

No provision.

(b) Continuous health record.

No provision.

(b) Special examination of all referred children.

Partially fulfilled by examination and recommendation for treatment at University Hospital. Reporting of certain diseases by teachers required.

(d) Supervision to control communicable diseases.

Remediable defects treated at the University Hospital.

(e) Recommendation of treatment for all remediable defects, disease, deformities and malnutrition.

(f) Follow-up work by the nurse.

No provision.

(7) Clinics, (dental, eye, ear, nose, and throat, skin, orthopedic and free vaccination.)

Dental clinics optional. Orthopedic hospital provided.

(8) Nutrition classes.

No provision.

(9) Examination by psychiatrist of all atypical or retarded children.

Required only in case of petition to adjudicate feeble-mindedness.

(10) Education of school children in health essentials.

Provided for.

11. ADOLESCENT CHILDREN

(1) Complete physical examination once yearly, with recommendations for treatment at children's health center.

Provided for.

(2) Clinics for treatment of defect and disease.

No provision.

(3) (Suitable for local administration).

(4) Full-time compulsory education to 16 years, with vocational guidance and training.

(5) (Suitable for local administration).

(6) Legal protection from exploitation, drug habits, vice, etc.

Full-time education to 14 years. Provision for vocational training under Federal Act.

Extensive legislation, though accurate comparison is not possible.

CHILDREN IN NEED OF SPECIAL CARE

12. GENERAL STATEMENT

State responsibility in case of improper home conditions, delinquency or physical handicaps.

Provided for.

13. HOME CARE

State to secure for the child who must be moved from home:

Provided for in connection with state child-caring institutions.

(a) Normal home life.

(b) Health.

(c) Education.

(d) Recreation.

(e) Vocational training.

(f) Moral and spiritual development.

14. ADEQUATE INCOME

Private and government agencies to supplement family income when below average standard of community.

Provided for in part by Workmen's Compensation, indoor relief and Widows' Pensions, though the amounts are generally too small.

15. INCORPORATION, LICENSING AND SUPERVISION

State Board of Charities or some similar body necessary for inspection and licensing of all child caring institutions. Incorporation of such agencies required and subject to approval of the Board.

Provided for by Board of Control of State Institutions, except that incorporation of child-caring institutions and agencies is not required.

16. REMOVAL OF CHILDREN FROM THEIR HOMES

Children not to be removed unless it is impossible to reconstruct family conditions to make home safe for the child, or to supervise the child in his home.

Provided for by comprehensive legislation.

17. PRINCIPLES GOVERNING CHILD PLACING

Investigation of foster homes to require adequate standards of character, intelligence, experience, training, ability, income, environment.

Children under the Board of Control are not placed without its approval but no statement made as to extent of investigation on which approval is based. No provision for other children.

Complete records of foster homes indicating care given the child.

Implied but not expressly required. Machinery of investigation inadequate.

Adequate visits by trained and qualified visitors. Foster parents of children in boarding homes trained.

Partially covered by State Agents and Probation Officers, but not systematically required.

18. CARE OF ILLEGITIMATE CHILDREN

(1) Both parents responsible for the child during its minority.

Legal action may be brought to establish paternity and compel support.

(2) Care by mother during first nursing months.

No provision.

(3) No parents to surrender child outside the family save with consent of state authorities.

No provision.

(4) More humane and adequate treatment in court procedure.

No provision.

(5) Whole treatment of unmarried mothers to include best medical supervision and opportunity for education under normal conditions.

Partially covered by appropriation for defraying expense of medical attention in certain homes for friendless women and free wards in county and private hospitals.

19. RURAL SOCIAL WORK

No special provision.

20. RECREATION

Wholesome recreation to be provided by towns and commercialized recreation supervised and safeguarded.

Establishment of playgrounds, community centres, etc., optional. Supervision of commercialized recreation chiefly consists in prohibiting immoral amusements.

21. JUVENILE COURT

(1) Separate hearings for children's cases; adequate investigation; supervision or probation by trained officers; recording and filing of social as well as legal information.

Provided for with the exception of requiring special training of probation officers, and record of social information.

(2) Procedure under chancery jurisdiction, and not to stand as criminal record.

Provided for.

(3) Child placing and relief of dependency and destitution not involving improper guardianship or final surrender of the child should not be required of the juvenile court.

Indirectly provided for by the duties of the Board of Control.

(4) Jurisdiction of the juvenile court to extend to adult sex offenders against children.

Covered in cases involving contributory delinquency.

(5) All cases of adoption, full inquiry by court's visitor or other unbiased agency.

Requirement partially met by duties of state agents and probation officers, but provision inadequate.

22. MENTAL HYGIENE AND CARE OF MENTALLY DEFECTIVE CHILDREN

(1) Administrative rather than a legislative problem.

(2) Thorough study to determine extent of feeble-mindedness and subnormality, and adequate institutional provision.

No adequate or scientific study of extent of feeble-mindedness in the state. Institutional provision also insufficient.

(3) Special classes for those not requiring institutional care.

No provision.

(4) Institutional care only when adjustment within community is impossible.

Provision is made for appointing guardians in suitable cases.

23. SCIENTIFIC INFORMATION

Scientific information on children's social work. Boards of directors, trustees, etc., to furnish data for analysis of methods and results of care.

Partially provided for by Iowa Child Welfare Research Station, and by reports from the various institutions to the Board of Control.

24. CHILD WELFARE LEGISLATION

Revision and co-ordination of child welfare legislation at reasonable intervals. Creation of child welfare committees or commissions if necessary.

Partially provided by Iowa Code Revision Committee, although no specific provision made for study of child welfare legislation.

CONCLUSIONS

In certain respects Iowa has made high attainments along the lines urged in the standards of the Federal Children's Bureau. The provisions of the Perkins Law, and the resulting care of sick and crippled children at the Children's Hospital in Iowa City are admirable. Protection of children against moral injury through improper amusements and the offenses of adults is dealt with in extensive legislation. Provisions for the Child Welfare Research Station and other departments concerned with children at the University are splendid beginnings toward the scientific study of child problems.

In many respects, however, the state laws do not come up to the standards recommended by the Children's Bureau. These deficiencies may in part be taken care of without specific state laws having been passed, but on the other hand many of the excellent provisions of the statutes are failing to be realized because of inadequate or improper administrative machinery. Among the chief discrepancies between the Children's Bureau standards and the Iowa laws are the following:

The Iowa provisions as to the minimum ages for leaving school and going to work are about two years lower than the standards, and the required school year is about one-third shorter than that recommended.

No statutory provision is made for systematic medical examination of children in school and at work. School nurses are not provided for by law, and there is no provision in the statutes for open-air rooms.

No adequate legal provisions are made for vocational guidance.

The number of attendance officers and factory inspectors provided for is quite inadequate.

Adequate incomes are not provided for for children in their own homes suffering from undeserved poverty.

Provisions with regard to placing dependent children in foster family homes are not up to the federal standards.

The interests of illegitimate children are not safeguarded in accordance with the standards.

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Iowa child welfare legislation measured

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